



# County of Los Angeles CHIEF ADMINISTRATIVE OFFICE

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DAVID E. JANSSEN  
Chief Administrative Officer

July 8, 2003

Board of Supervisors  
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The Honorable Board of Supervisors  
County of Los Angeles  
383 Kenneth Hahn Hall of Administration  
500 West Temple Street  
Los Angeles, CA 90012

Dear Supervisors:

## **VIABLE ALTERNATIVES TO THE CURRENT JUVENILE FACILITIES AND PROGRAMS AT MEN'S CENTRAL JAIL (ALL DISTRICTS) (3 VOTES)**

### **IT IS RECOMMENDED THAT YOUR BOARD:**

Authorize the Chief Administrative Officer to negotiate and execute a contract with the California Youth Authority (CYA) to provide detention services for those juveniles the Court deems not appropriate for housing in a juvenile facility, fully offset by fund balance generated by the Probation Department.

### **PURPOSE/JUSTIFICATION OF RECOMMENDED ACTION**

The purpose of the recommended action is to provide enhanced education and recreation opportunities for juveniles deemed by the Court to be unfit for housing in a juvenile detention facility, by contracting with the California Youth Authority.

### **Implementation of Strategic Plan Goals**

The recommended Board action is consistent with Countywide Strategic Plan Goal No. 1, Service Excellence, and Goal No. 5, Children and Families' Well-Being, by enabling incarcerated juveniles the opportunity of receiving additional education and recreation programs.

### **FISCAL IMPACT/FINANCING**

The \$1.2 million estimated cost related to contracting with the California Youth Authority includes transportation services to be provided by the Sheriff's Department. These costs will be fully offset using 2002-03 fund balance generated by the Probation Department.

### **FACTS AND PROVISIONS/LEGAL REQUIREMENTS**

On June 24, 2003, on motion by Supervisor Zev Yaroslavsky, the Board instructed my

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office, in coordination with the Sheriff and the Chief Probation Officer, to consult with the State Board of Corrections (BOC) and provide a report to the Board at the meeting of July 8, 2003, on any viable alternatives to the current juvenile facilities and programs at Men's Central Jail (MCJ), for those minor juveniles the Court deems not appropriate for housing in a juvenile facility.

On June 30, 2003, CAO, Sheriff and Probation staff met with BOC representatives to review alternatives to the current Sheriff's department program to house juveniles at MCJ.

Although BOC representatives concurred that the County is in compliance with State minimum standards for housing juveniles, they recommended that the County should: 1) visit other counties to determine how this population is handled; 2) increase out-of-cell time for juveniles housed in adult jail and review educational and recreational programs provided to the juveniles; and 3) relocate the juveniles to a more modern facility, if at all possible, due to the age, condition, and location of the current juvenile housing at MCJ.

## **BACKGROUND**

### Juvenile Population Housed at MCJ

Under California Welfare and Institutions Code Section 707, a juvenile court may declare a minor to be unfit to be dealt with under juvenile court law. As of July 2, 2003, there were 150 such minors in the County justice system. The majority of these juveniles are housed at the Barry J. Nidorf Juvenile Hall. However, following a hearing to consider the behavioral patterns and social history of a minor, the court may make a finding that the presence of the minor in the juvenile hall would endanger the safety of the public or be detrimental to other youth detained in the hall, and may order the minor to be delivered into the custody of the Sheriff.

There are currently 40 of these "unfit" minors housed at MCJ. Although the population fluctuates, the ages of juveniles housed at MCJ generally range from 15 to 17 years old, and the juveniles are held on various charges including murder and attempted murder, robbery, kidnapping, rape, or burglary.

### Current Juvenile Housing at MCJ

There are 44 beds at MCJ that are reserved to house juveniles. The MCJ facility was built in 1963 in accordance with then current standards. The cell units are a standard 5'9"x10'x 9' with approximately 53 sq. ft. of floor space. The cell design does not allow

daylight into the housing space. Outdoor recreation space is used by both adult inmates and juvenile inmates. Since juveniles housed in adult facilities must be separated from sight or sound of adult inmates, this limits the availability of outdoor recreation time for juvenile inmates. It is not currently possible to provide a secure setting for group educational and recreational services to the juveniles. This severely limits out of cell time for the juveniles.

#### **ALTERNATIVES TO CURRENT JUVENILE FACILITIES AND PROGRAMS AT MCJ**

We have explored five alternatives to the current juvenile facilities and programs at MCJ, including preliminary cost estimates based on 40 juveniles. The juvenile housing alternatives include:

<u>Expansion of Programs at MCJ</u>	<u>\$0.3 Million</u>
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This alternative would retain the juveniles in the custody of the Sheriff's Department at the existing housing in MCJ but would increase out-of-cell, education and recreation time by increasing security staff and funding installation of a gate to separate the shower area from the cell row.

<u>Sheriff Twin Towers</u>	<u>\$1.3 Million</u>
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This alternative would retain the juveniles in the custody of the Sheriff's Department, but would transfer their housing location to the more modern Twin Towers Correctional Facility. Each single cell has a window, allowing daylight to enter. The module has an adjoining indoor and outdoor recreation area that would be used exclusively by the juvenile population. This cost estimate includes \$48,000 one-time funding to add handcuff loops to the dayroom seating and install nine wire cells in the recreation area, allowing the opportunity for group recreation and education with limited safety risk.

<u>California Youth Authority, Norwalk Facility</u>	<u>\$1.2 Million</u>
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The County could pursue a contract with the California Youth Authority for single occupancy juvenile housing with perimeter security at the CYA Norwalk facility separate from all other juveniles housed at the facility. The CYA is established to provide services to incarcerated youth, and has an ongoing program of education, recreation, and social services. The preliminary cost estimate is based on a Monterey County agreement with the CYA, verbal contact with State and local CYA representatives, and includes \$120,000 for transportation services that would continue to be provided by the Sheriff's Department.

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City of Santa Ana Jail \$1.3 Million

The County could pursue a contract with the City of Santa Ana for juvenile housing at the Santa Ana City jail. The City has provided a schedule of education, recreation, and social services currently provided under an existing contract with Orange County for housing juveniles. The preliminary cost estimate is based on the Orange County agreement, verbal contact with the City of Santa Ana, and includes \$128,000 for transportation services that would continue to be provided by the Sheriff's Department.

Since the Santa Ana jail facility is relatively remote from downtown Los Angeles, transportation of juveniles to court and for potential visitors could be problematic.

Probation Barry J. Nidorf Juvenile Hall \$2.5 Million (Staffing Only)

This alternative would staff one floor of the Barry J. Nidorf Juvenile Hall with Sheriff personnel supervising 40 of the 150 unfit minors, and includes \$158,000 for transportation services that would continue to be provided by the Sheriff's Department. The cost estimate includes enhanced Sheriff's Department staff only. Substantial additional expenditures that would be required to enhance facility and perimeter security and provide backup to law enforcement personnel are not quantified at this time. Both the Sheriff and Probation Departments have expressed concern that since this is not a high security facility, this alternative could jeopardize the safety of staff and juveniles housed at the location.

In addition to the five alternatives described above, use of space at the Sheriff Century Regional Detention facility was considered, but is not a viable alternative. Since this custody facility was closed due to budget considerations, the cost to operate building systems and maintain required sworn and medical staff levels to serve the limited juvenile population is prohibitive.

Attached is a summary of these alternatives for your Board's review and consideration.

**CONTRACTING PROCESS**

The Chief Administrative Office will follow established Los Angeles County contracting guidelines in the preparation of the proposed agreement with CYA.

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**IMPACT ON CURRENT SERVICES (OR PROJECTS)**

The recommended action will provide an opportunity for Juveniles housed at Men's Central Jail with an opportunity to receive additional education and recreational services.

**CONCLUSION**

In response to BOC representative suggestions, we have reviewed alternatives to incarceration of juveniles at Men's Central Jail and are recommending a contract with CYA to allow additional out-of-cell time and enhance education, recreation and social programs available to these juveniles.

Respectfully submitted,



DAVID E. JANSSEN  
Chief Administrative Officer

DEJ:DIL  
ES:AL:lbm

Attachment

c: County Counsel  
Auditor-Controller  
Presiding Judge, Juvenile Court  
Sheriff  
Chief Probation Officer  
Director, California Board of Corrections  
Director, California Youth Authority  
Police Chief, City of Santa Ana  
Chief Probation Officer, Orange County

**ALTERNATIVES TO THE CURRENT JUVENILE FACILITIES AND PROGRAMS AT MEN'S CENTRAL JAIL - BASED ON 40 UNFIT JUVENILES**

Facility	Housing Description	Program Service Components	Annual Program Cost	Program Cost Per Day	One-Time Costs	Comments
<b>Sheriff - Men's Central Jail (Current Location)</b>	Built in 1963. Cell size: 5'9' x10'x9' w/difficult view of cells; design does not allow for normal daylight to enter the housing area; adjoining dayroom and shared outdoor space is available.	<b>Education (Minutes/Day):</b> 240 minutes/day  <b>Recreational Activities:</b> minimum of 1/2 hour per day.  <b>Current Out of Cell Time Opportunity:</b> 2 1/2 hours per day, contingent upon the juvenile's behavior.	\$951,000	\$65.12	--	NOTE: This is the existing program at the current location at Men's Central Jail. The alternatives are identified below.
<b>Sheriff - Program Enhancements at MCJ</b>	(Same as above)	<b>Education (Minutes/Day):</b> 240 minutes/day.  <b>Recreational Activities:</b> minimum of approx. 1/2 hour.  <b>Intended Out of Cell Time Opportunity:</b> 4 hours per day, based on additional personnel, contingent upon the juvenile's behavior.	An additional <b>\$324,000</b> would be required to implement this alternative, beyond the \$951,000 reflected above, for a total of \$1,275,000	\$87.32	\$8,000	Funds existing staff and a total of two additional positions for the A.M. and P.M. shifts via overtime at a cost of \$1,275,000. Also includes \$8,000 for alterations to the shower area to enable the installation of a gate to separate the shower area from the row of cells, thus allowing other juveniles out of their cells and into the row.
<b>Sheriff - Twin Towers</b>	Double-cells to be used for single occupancy. Each cell has a glass door which enables direct view into the cell. Each cell has a window, allowing day light to enter. Food, religious services and visitation are provided at designated locations within or adjacent to inmate housing areas. Each module has an adjoining indoor and outdoor recreation area.	<b>Education (Minutes/Day):</b> 240 minutes/day.  <b>Recreational Activities:</b> minimum of 1/2 hour per day.  <b>Intended Out of Cell Time Opportunity:</b> 6 hours per day, contingent upon the juvenile's behavior.	\$1,336,000	\$91.52	\$48,000	Funds primarily 14 positions to open a module that is not currently in use due to recent curtailments. Includes \$48,000 to enable increased access to dayrooms, classrooms, clinics, installing nine wire cells in the outdoor recreation area, allowing for up to nine juveniles to access outdoor recreation area at a time. This alternative would also enable the addition of handcuff loops/eyelets welded into the dayroom seats, thereby, increasing the number of juveniles in a dayroom with limited risk to their safety.

Facility	Housing Description	Program Service Components	Annual Program Cost	Program Cost Per Day	One-Time Costs	Comments
CYA - Southern Youth Correctional Reception Center and Clinic (Norwalk Facility)	Single-cell occupancy; 70 sq. feet/cell; Los Angeles County juveniles will be housed separate from the general population.	<p><b>Education (Minutes/Day):</b> 240 minutes. Provides a regular curriculum of math, English, and electives, as well as health and social services-related classes.</p> <p><b>Recreational and Other Activities:</b> Counseling and religious services; anger management, life skills, meals, hygiene, and gang intervention programs. Total minimum 4 hours.</p> <p><b>Intended Out of Cell Time Opportunity:</b> Minimum of 8 hours per day.</p>	\$1,183,000	\$84.89	\$32,000	Cost estimate based on Monterey County/CYA agreement, with CYA providing detention services to Monterey County. Estimated contract cost is \$1,063,000 (\$72.77/day). Transportation by Sheriff: \$12.12/day. (Includes \$120,000 for transportation services provided by the Sheriff based on 248 days, as well as \$32,000 for a van)
Santa Ana City Jail	Single-occupancy cells; 70 sq. feet; 8 ft. ceiling height. 33 miles from downtown L.A.	<p><b>Education (Minutes/Day):</b> 240 minutes/day.</p> <p><b>Recreational Activities:</b> Receive Title 15 requirements.</p> <p><b>Intended Out of Cell Time Opportunity:</b> Contingent on juvenile's conduct.</p>	\$1,325,000	\$94.93	\$32,000	Cost estimate based on Orange County/City of Santa Ana agreement, where the City provides detention services to the Orange County Probation Department. Estimated contract cost is \$1,197,000 (\$82.00/day) Transportation by Sheriff: \$12.93/day. (Includes \$128,000 for transportation services provided by the Sheriff based on 248 days and \$32,000 for a van)

Facility	Housing Description	Program Service Components	Annual Program Cost	Program Cost Per Day	One-Time Costs	Comments
Probation - Barry J. Nidorf Juvenile Hall: Enhanced Sheriff Security Staff w/Major Facility Security Enhancements	Average of 7'6" x 13'3" for approx. 100 sq. feet; adjoining dayroom and shared outdoor recreation space is available. A floor can hold 40 unfit juveniles.	<b>Education (Minutes/Day):</b> 300 minutes/day. <b>Recreational Activities:</b> Minimum of 3 hours. <b>Intended Out of Cell Time Opportunity:</b> Minimum of 8 hours per day.	\$2,491,000	\$159.80	\$144,000	<p>This alternative would return juveniles to Barry J. Nidorf Juvenile Hall, and would provide a high level of security by staffing a floor with Deputy Sheriffs. In addition, includes \$158,000 for court-related transportation services provided by the Sheriff; \$32,000 for a van; and \$112,000 for perimeter security equipment primarily for two radio cars.</p>
			--	--	Unknown facility costs.	<p>However, this alternative requires primarily extensive facility security enhancements, i.e., increasing the height and/or adding a secondary perimeter fence; installation of electronic doors as well as CCTV cameras in all living units; wire-celled recreation area; as well as Probation and Sheriff patrol staff. Additional time is required to conduct an in-depth analysis to determine an accurate cost estimate.</p>

*(All estimates include food, education, transportation, and routine medical service costs)*